

PRELIMINARY PLANNING REPORT

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COMMUNITY FACILITIES PLAN

JANUARY, 1964

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WHEELING, ILLINOIS

M. F. R U P P A S S O C I A T E S
P L A N N I N G C O N S U L T A N T S , C H I C A G O , I L L I N O I S



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COMMUNITY FACILITIES PLAN

Much of the background for the Community Facilities Plan has been provided for in Preliminary Planning Report No. 8, "Community Facilities", and in Preliminary Planning Report No. 7, "Schools". These data have been reviewed, and definite recommendations are made herein.

Review of the school background and data indicates that there have been no basic changes from the original planning documentation and therefore no need for changes in the original recommendations. The initial steps for implementation of these recommendations have been authorized - the citizens of District No. 21 have approved bond issues of \$4.2 million over the next four to five years for school site acquisition and new school building construction - and the School and Park District Boards are negotiating a working program of joint use of sites and buildings of both districts.

The Park District Board is currently preparing an initial development plan of park facilities. This first phase in the development program is the acquisition of major land areas for park use. In addition, limited building facilities are contemplated to serve as a headquarters and maintenance building. The park development program will require the approval of a bond issue to meet the financing needs of the program. The initial discussions of the Park Board concern properties originally recommended for acquisition in Preliminary Planning Report No. 8. However, there is a difference in the priority or timing of acquisition of various parcels.

Park, School, and Village Areas are not contiguous. While the planning for Village and park facilities involved the entire planning area (Village plus a major portion of the one and one-half mile surrounding unincorporated area), the intensive planning for schools was related to School District No. 21. The comments related to action programs are intended to apply to the appropriate governmental agency. This, then, includes many areas which may become annexed to the present districts involved.

Effective and economic use of land and financing ability will require intensive Village-School-Park cooperation. A primary consideration in the entire Community

COMMUNITY FACILITIES PLAN

Much of the background for the Community Facilities Plan has been provided for in Preliminary Planning Report No. 5, "Community Facilities", and in Preliminary Planning Report No. 7, "Schools". These data have been reviewed, and design recommendations are made herein.

Review of the school background and data indicates that there have been no basic changes from the original planning documentation and therefore no need for changes in the original recommendations. The initial steps for implementation of these recommendations have been authorized - the citizens of District No. 21 have approved bond issues of \$4.2 million over the next four to five years for school site expansion and new school building construction - and the School and Park District Board is developing a working program of joint use of sites and buildings of both districts.

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Park, School, and Village Areas are not contiguous. While the planning for Village and park facilities involved the entire planning area Village has a major portion of the one and one-half mile surrounding unincorporated area, the intensive planning for schools was related to School District No. 21. The comments related to action programs are intended to apply to the appropriate governmental agency. This plan includes many areas which may become annexed to the present districts involved.

Effective and economic use of land and financing ability will require intensive Village-School-Park cooperation. A primary consideration in the entire community

Facilities Plan is the coordinated effort of each governmental agency to acquire complementary sites for its individual use. The mechanics of this cooperation and coordination may even extend to acquiring areas by one agency which, in turn, are transferred to another agency. As a practical matter, it may be more advantageous for the Park District to acquire a site for both school and park use and in turn transfer a portion of the site to the School District. On the other hand, it may be more convenient for the School District to purchase the entire site, transferring a portion of it to the Park District.

In some areas, the Village may find it appropriate to acquire portions of land for its proposed uses. An example of this would be a flood plain area, which could be purchased less expensively and used as a surface drainage channel rather than trying to provide adequate storm drainage facilities through the construction of storm sewers. Still another coordinated effort will become possible through the eventual development of an adequate water supply system or storm drainage system, when the acquisition of flood plain property would be acquired for these primary uses but permitted to be used for recreational uses. These recreational uses would include water-oriented activities of boating, fishing, ice skating, etc., if flood water retention basins or ground water recharge ponds are used in the development of a flood control program or water system development.

The primary objective in each instance should be the multiplicity of uses wherever possible and the elimination of the need for duplication of facilities.

A still greater degree of coordination and cooperation is envisioned in the Civic Center development. This would require Park, Library, Village, Township, and Federal Government cooperation for successful eventual development. This cooperation, to be sure, is presently difficult. The suggested design illustrates separate and distinct buildings in order to facilitate this cooperative effort and to maintain the individual or separate identities of the government agencies involved.

A second method of accomplishing the Civic Center as suggested would be through the Cook County Public Buildings Commission, which would have representation of each government agency involved. With its own financing program, the Commission would construct the building and in turn rent space to the respective governmental groups.

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A second method of accomplishing the Civic Center as suggested would be through the Cook County Public Buildings Commission, which would have representation of each government agency involved. With its own financing program, the Commission would construct the building and in turn lease space to the respective governmental groups.

Development of the Community Facilities Plan is based upon known factors or the potential development of the area. The Future Land Use Plan for the Village of Wheeling and surrounding planning area was developed upon the various assumptions and proposed improvements discussed throughout the preliminary planning reports. These factors included the potential economic development of Wheeling, as it is intertwined with the Metropolitan Chicago development - the proposed changes in the transportation pattern and improvements to the highway system - the potential of the area to handle residential units for the housing of future citizens - the characteristics of that population in terms of family size, income, etc. - and the facilities, both public and private, to meet the needs of these populations.

Maximum population varies with governmental agency and area involved. Because of the variation of the area and the differences in boundaries of the individual component governments within the planning area, the maximum population for each one varies. However, if development is in conformity to the Future Land Use Map, at suggested zoning classifications and with an average family size continuing its present level of 4.3 persons per family, the community facilities reflect the following design populations:

VILLAGE OF WHEELING (present incorporated limits)	25,000
PARK DISTRICT (present boundaries)	21,000
UTILITY PLANNING AREA (considered by the Village as the realistic future limits of the Village in 1961-62)	69,000
PLANNING AREA (used in this study as the area closely conforming to the one and one-half mile extra-jurisdictional area of the State statutes)	97,000
(If zoning is changed to smaller lot size)	111,000
SCHOOL DISTRICT NO. 21 (includes an area to the west of the planning area and Buffalo Grove but excludes a portion of the SW corner of the planning area)	111,000
(If zoning is changed to smaller lot size)	123,500

The saturated populations reflect the Future Land Use Map inasmuch as economic activity, both in industrial and retail business, has been considered. The anticipated population saturation of the planning area within a relatively short time (20 years) is dependent, not only upon the continuing growth in the level of the national economy, but also upon the present level of the metropolitan economy, the movement of industry to the suburban areas, and the increase in the total number of people who will be moving. The areas being reserved for industrial use may

provide additional jobs to future Wheeling area residents, but it is not required to attain the eventual full residential development of the area. If, however, the areas reserved for commercial activities are developed residentially, additional or enlarged community facilities will be needed.

The correlation of needed retail commercial activity with the potential residential development was undertaken. The number of families, income, family size, and expenditure patterns yield approximate measurements of retail business land and building needs, based on the experience of successful businesses. Both commercial and industrial land uses vary the design for adequate water, sanitary sewers, and storm drainage systems.

Improvements to the highway network, both proposed and under construction, support the impending population development to saturation of the area by 1978-80.

The improvement of Palatine Road to an expressway type of road and its connection to the Tri-State Tollway is the first of several highway improvements. The immediately proposed expressway at the Cook-Lake County Line and the relocation of Route 53 just west of the Village area, along with the eventual construction of a major expressway approximating Rand Road, substantiate our forecasts of major population development.

The widening of Dundee Road, easing traffic in the Village area, will assist in providing circulation to the eventual population and proposed land use development.

Present and proposed Community Facilities are mapped and referenced to the Summary Schedule. The attached Summary Schedule lists by broad classification lands which, based on the anticipated future population, will be needed for (1) School District No. 21, the area intensively studied for school purposes, (2) Park requirements in the entire area without reference to the more limited Wheeling Park District area, (3) combined school-park sites in School District No. 21 and with reference to anticipated joint uses outside of School District No. 21, and (4) other municipal uses including the Village, Library, Township facilities.

Comments on each site or proposed location indicate primary responsibility in the acquisition or development of the area. All of the sites are keyed to a map by means of a letter-letter or letter-number reference.

The map also shows all areas labeled "flood hazard" by the United States Geological Survey and detailed on the U.S.G.S. maps: Atlas HA-71, "Floods in Wheeling Quadrangle, Illinois" and Atlas HA-67, "Floods in Arlington Heights Quadrangle, Illinois".

Where the flood hazard areas, or flood plains, were contemplated as integrated portions of a proposed development, the delineation of the area includes the flood plain as designed on the map. The development of the planning area contemplates the imposition of present Village of Wheeling Flood Plain Regulations on all applicable property. Also, the acquisition of the flood areas is contemplated wherever necessary to implement the solution of Village utility problems. One of the primary uses of the flood plain in solving utility problems will be the use of drainageways and surrounding existing flood plain areas in providing storm drainage facilities. The acquisition of flood plain areas in lieu of the construction of large storm sewers, may accomplish the same end result of providing drainage while providing at the same time additional open space in the area.

Acquisition of flood plain areas should also eliminate the continuing flooding of structures by removing these areas from possible construction and will also help preserve the ground water levels in the area. The use of flood plains as a supplement or factor of water supply for the area is a second use of the flood plain area in solving utilities problems. By the use of impounding or retention basins and recharge ponds, the flood plain areas can be integrated into open space for the entire area and still have a functional purpose. In either case, the areas can be utilized, in addition to the primary use, for recreational purposes. The extent of the use of flood plains for utility purposes will have to be determined upon detailed engineering studies. However, it is recommended that all flood plain areas eventually be acquired or controlled by a municipal governmental agency.

Changes may be required in Community Facilities Plan. Based on the Future Land Use Plan (PPR#10), the Community Facilities requirements for the execution of this Plan can be met with the suggested land acquisition and flood plain areas. However, development in accordance with the Future Land Use Plan is not wholly within the control of the Village; therefore, future land uses may be changed which, in turn, will require the Village to modify its Community Facilities Plan. For instance, additional school and park sites and the realignment of proposed sites will become necessary if development changes in the following instances:

If the proposed Junior College site never materializes, then a school playground site at the SE corner of the Junior College area - 13 acres - will become necessary if the zoning remains at its present density of 2 families per acre. If, in addition to this, the zoning density is increased to allow 4 or 5 families per acre, a school and park site in the north half and one along the eastern edge of the proposed College area will also become necessary.

Similarly, if the Arlington Heights Country Club is developed as a residential area, an additional school and park site will become necessary in this area.

Community Facilities Map is confined to the planning area. Several potentially required school sites are outside of Wheeling's planning area, yet within School District No. 21. However, since the control of the public land areas involved lies within another municipality, these sites have not been shown on the Community Facilities Map. These are, however, graphically displayed in Figure 7-10, "Ultimate School Development" of Preliminary Planning Report No. 7, "Schools".

The potential school sites in the immediate Village of Buffalo Grove area, not shown on the Community Facilities Plan, are elementary schools 14, 15, 16, 17, and Junior High School J-2. The numbers refer to Figure 7-10, "Ultimate School Development".

In the area west of Arlington Heights Road, which was considered the west edge of the planning area, School District No. 21 could have as many as 8 additional schools. Four of them - 18, 19, 20, 21 - would be required at residential development at present zoning densities. Another four, 18a, 19a, 20a, and 21a, will become necessary upon saturated residential development at 4 or 5 houses to the acre. Again, these numbers refer to Figure 7-10.

Areas which can be devoted to recreational uses conform to established standards.

The Summary Schedule proposes total public land acquisition of 2,020 acres to meet the community facilities requirements imposed by the present anticipated residential densities. The assigning of total properties to individual uses is difficult because of the recommended and contemplated joint use of public sites. The joint use of school-park sites accounts for some 226 acres. The acquisition of flood plain areas, basically for non-recreational uses but usable for recreational purposes, total 461 acres.

It was assumed that three-quarters of the joint school-park sites are assigned to meet the recreational needs of the future population as well as that the major park area serves as playground and playfield space.

The 558 acres assigned to their uses can meet the standard of "1 acre per 800 persons" recommended in Preliminary Planning Report No. 8. Similarly, the total area for all types of park land recreational sites does not quite meet the over-all goal of 1 acre per 100 persons. To meet this goal for 97,000 people, some 970 acres of park land should be acquired. Only about 890 acres are designated solely for parks; however, by adding over 490 acres of flood plain, most of which can be utilized for recreational uses, the over-all goal will be attained.

Civic Center Development will furnish the Village a focal point. The Civic Center development discussed in Preliminary Planning Report No. 8 was related to two potential alternate sites. It is recommended that the Dundee Road site be the location for the Civic Center. This location offers a site of sufficient size (1) to consolidate all governmental functions into one location, (2) to provide for joint use of parking facilities, (3) to utilize the openness of adjoining park areas, (4) to provide enough area for segregating maintenance and storage functions of the Park and Public Utilities Departments, (5) to provide for the integrated development of the Center, including flood controls, and (6) to provide a compatible land use for the varying surrounding uses, existing and proposed.

A visual concept of the Wheeling Civic Center is shown in the following two figures. These were prepared at our request and in conjunction with our recommendations by Godfrey L. Duke, a Wheeling architect, and illustrate only one way in which the various component parts of the Civic Center can be planned to complement each other.

Eventual development will require cooperation, surveillance, and programming. The development of the various community facilities recommended for the Wheeling planning area will require a new level of cooperation within the various Village governmental bodies. It also will require constant review of development in the area, updating of the Official Map for control or acquisition of public land, and continuing capital improvement programming to provide the financial resources to acquire and develop the recommended community facilities.

WHEELING CIVIC CENTER



A	POST OFFICE
B	LIBRARY & RECREATION BLDG
C	CIVIC CENTER-MUNICIPAL BLDG
	POLICE STATION
	FIRE STATION
	PUBLIC WORKS
	ADMINISTRATIVE OFFICES
	VILLAGE CLERK
	COURT
D	TOWNSHIP HALL
E	BAND SHELLS & OUTDOOR THEATRE
	LOWER LEVEL
	FOOD SERVICE
	ICE SKATING-WARNING RM
F	MALL

GODFREY L. DUKE - ARCHITECT
M. F. RUPP ASSOCIATES
PLANNING CONSULTANTS

SUGGESTED WHEELING
CIVIC CENTER



GODFREY L. DUKE ARCHITECT
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SUGGESTED WHEELING
CIVIC CENTER

SUMMARY SCHEDULE-COMMUNITY FACILITIES PLAN-PROPERTY ACQUISITIONS
BY USE, SIZE, AND AGENCY.

Ref. to Map	Facility	S i z e (acres)			Comments, with suggested action unit.
		Existing	Proposed (add) Not in Flood Pl.	Flood Pl.	
S-A	Whitman School	6	6.5		Acquisition of vacant ad- joining acreage-School Dist. or Park Dist. for modified playground.
S-B	Sandberg School & playground	23			Playground to be developed by Park Dist. on existing school site.
S-C	Twain School	12			Park Dist. to develop play- ground on site.
S-D	Alcott School	6			Only improved land avail- able for expansion-- outside planning area.
S-E	London Jr. High	16	1	4	Additional acreage to be acquired by Park Dist. for joint use.
S-1	Junior High		15		Acquired by School Dist.
S-2	Wheeling High	38			Existing.
S-3	High School	40			Future High School by High School Dist.
S-4	High School		40		Future high school site to be acquired by High School Dist.
S-5	Junior College		330	20	To be acquired and developed by Jr. College Dist. If this area is not, 2 addi- tional elementary school sites and 2 additional playgrounds should be acquired in this area.
S-6	Elementary Schl.	20			Existing School - outside District No. 21.
S-7	Elementary Schl.		6		Site to serve multi-family area to be developed in conjunction with Flood Plain Park (P-1).
P-1	Playground	.9		40	Original park area to be expanded in treatment plant site and flood plain area by Park District.

SUMMARY SCHEDULE (Continued - page 2.)

Ref. to Map	Facility	S i z e (acres)		Comments, with suggested action unit.
		<u>Existing</u>	<u>Proposed</u> (add) Not in Flood Pl. Flood Pl.	
P-2	Major Park		45 55	Total area to be acquired by Park Dist. (see J-2).
P-3	Maintenance Hdqrs.			Area included in P-2 but used for Maintenance Bldg. and yard.
P-4)	Golf Courses	50	100	Acquisition of golf courses to prevent non-recreational use by Park Dist. on rev- enue basis; if P-5 is not acquired, then provision must be made for a play- ground and elementary school in this area.
P-5)		130	30	
P-6)		100	20	
P-7	Playground	4		Area acquired by Park Dist.; playground developed on park land & school prop.
P-8	Playground	10		Acquire and add to S-6 for playground area (Park Dist.)
P-9	Playground	4.5		Playground to be acquired in conjunction with pro- posed school in this area (school outside Dist. #21).
P-10	Playground	5	5	Area to be developed only if Flood Plain is not ob- tained for public use (Lake Co. forest preserve, Water Commission, or Village); would be in eventual con- junction with needed sch1 (outside Dist. #21).
P-11	Playfield	18 (unlimited)		(see comment P-10)
P-12	Playground	5		To be developed in conjunc- tion with school site (outside Dist #21).
P-13	Playfield- Playground	20		To be developed in conjunc- tion with proposed school (outside Dist. #21) if possible.

SUMMARY SCHEDULE (Continued - page 3.)

Ref. to Map	Facility	S i z e (acres)		Comments, with suggested action unit.
		<u>Existing</u>	<u>Proposed</u> (add) Not in Flood Pl. Flood Pl.	
P-14	Playground, Playfield		20	To be developed in conjunc- tion with proposed school (outside Distr. #21) if possible.
P-14	Playground, Playfield		8 20	Developed by Park Dist. If school becomes neces- sary (outside Dist. #21) should be developed in conjunction with this area. Additional acreage should be acquired by School Dist. Playfield moved to this location from previous site in Jr. college area.
P-15	Playground		4 20	Developed by Park District. School may be necessary (outside Dist. #21) but add. land should be acquired if school is added.
P-16	Playground		4 9	(same as for comment P-15)
P-17	Playground	7	5	Complements school in area. Developed by Park Dist.
J-1	Playground		1 4	Addition to S-E; Park Dist. acquisition.
J-2	School	5		Elementary School constructed by School Dist.; modified playground developed by Park District.
J-3	School-Play- ground Swimming Pool		15	Eventual acquisition of Chamb. of Commerce Park & swimming pool by Park Dist.; additional area to be acquired for elem. school.
J-4	School-Park		5	Combined elem. school and modified playground area; School Dist. to purchase Park Dist. to develop grounds. Limited area due to subdiv. development under construction.

SUMMARY SCHEDULE (Continued - page 4.)

Ref. to Map	Facility	S i z e (acres)		Comments, with suggested action unit.
		<u>Existing</u>	<u>Proposed</u> (add) Not in Flood Pl. Flood Pl.	
J-5	School- Playground		5 8	Combined site to serve multi-family area.
J-6	School- Playground		13	Combined site to serve multi-family area.
J-7	Jr. High, elem. school, play- field		44	Combined site to serve multi-family area. If no Jr. high is required, deduct 13 acres.
J-8	School-Playground		10 7	Combined site to serve multi-family area.
J-9	School-Playground		17	Combined site to serve multi-family area.
J-10	School-Playground		13	Combined development of School & Park Districts.
J-11	School-Playground		9 4	Combined development.
J-12	School-Playfield		5 7	Combined development with P-5 and adjoining park area in Flood Plain; school to adjoin these park areas; playfield to be developed in combined J-12-P-5 areas.
J-13	School-Playground		13	Combined development by School & Park District.
J-14	School-Playground		13	Combined development by School & Park District.
J-15	School-Playfield- Playground		8 20	Combined playfield, elem- entary school site to be developed cooperatively.
V-1	Civic Center -Village Hall -Recreation Building -Library -Public Safety Facilities -Township Off. -Post Office -Water Retention Basin		19 7	Area acquired by Village for Civic Center development; costs to be shared by all gov't. units utilizing space. (see sketch, "Wheeling Civic Center").
V-2	Public Works Garage & Maintenance Yard			Utilization of a portion of area acquired by Park Dist. (P-1) for use of public works garage and storage yard.

SUMMARY SCHEDULE (Continued - page 5.)

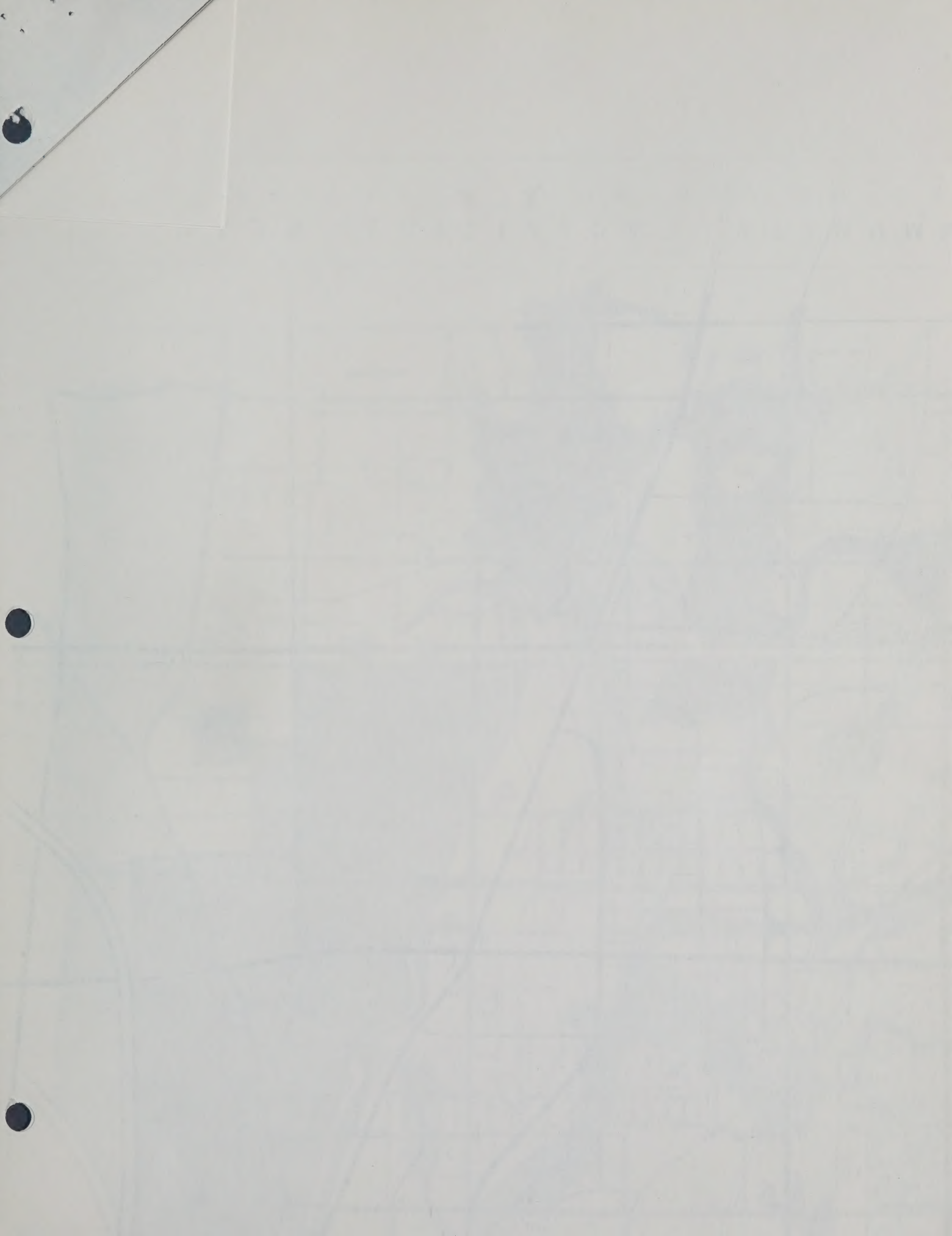
Ref. to Map	Facility	S i z e (acres)		Comments, with suggested action unit.
		Existing	Proposed (add) Not in Flood Pl. Flood Pl.	
V-3	Tot. lot	.5		Library property to revert to park use. Library to be located in Civic Center.
V-4	Fire Station #2, elevated water storage	.5		Existing Public Works Garage & Fire Station. Public Works facility to be moved to V-2; fire station to take over entire structure.
V-5	Sewage Treatment Plant	2.2		Metropolitan Sanitary Dist. Plant to be abandoned & property to be used in conjunction with P-1.
V-6	Existing Water Storage areas	.4		To continue for present uses.
V-7	Water Storage (2) & Well	3.0		Area too small for adequate Civic Center development.
V-8	Village Hall-Fire Station	.3		To be sold for private use. New facilities to be in Civic Center.

Community Facilities Sites
Summarized by Use:

					<u>Total</u>
SCHOOLS:	Elementary	83	28.5	4	
	High	78	40		
	Jr. College		330	20	
	Total	161	398.5	24	583.5
PARKS-PLAYGROUNDS & PLAYFIELDS:		.9	43.5	79	
			46	20	
	Major		45	55	
	Golf Courses		280	150	
Total		.9	414.5	304	719.4
JOINT*					
	Schools	1.25	43	13	
	Parks	3.75	128	37	
Total		5.	171	50	226
OTHER:					
	Civic Center		19	7	
	Village	6.9			
	Flood Plain**			459	
Total		6.9	19	466	491.9
GRAND TOTAL		173.8	1,003	844	2,020.8

*Assigned three-quarters to Parks; one-quarter to Schools.

**Based on partial acquisition of total Flood Plain areas, PPR #8.



BASE MAP PREPARED APRIL 1961
FROM AERIAL PHOTOGRAPHS PLUS
7 NOVEMBER 1961 AND 1962 (ALL
COOK COUNTY ATLAS)



KEY TO REFERENCE NUMBERS

NOTE: FOR COMMENTS SEE TABLE IN COMMUNITY
FACILITIES PLAN, PRELIMINARY PLANNING REPORT NO. 11

- S-A SCHOOL, EXISTING
- S-1 SCHOOL, PROPOSED
- P-1 PARK, PROPOSED
- J-1 SCHOOL-PARK JOINT DEVELOPMENT
OF SITE
- V-1 VILLAGE
- COOK COUNTY FOREST PRESERVE
WHERE INDICATED
- FLOOD PLAIN

THE PREPARATION OF THIS MAP WAS FINANCED, IN WHOLE, THROUGH A
FEDERAL GRANT FROM THE URBAN REDEVELOPMENT ADMINISTRATION OF
HHS AND HHS FINANCE AGENCY UNDER THE URBAN PLANNING
ACT OF 1954, AS AMENDED.

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COMMUNITY FACILITIES PLAN
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